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SUBJECT: HOMELAND SECURITY SECRETARY CHERTOFF MEETS WITH  
SENIOR JAPANESE LEADERSHIP

SENSITIVE BUT UNCLASSIFIED. PLEASE HANDLE ACCORDINGLY.

11. (SBU) Summary. Homeland Security Secretary Michael Chertoff visited Tokyo March 26-28 (as part of a wider trip to Asia) for meetings with Chief Cabinet Secretary Abe, Foreign Affairs Minister Aso, Justice Minister Sugiura, Finance Minister Tanigaki, Public Safety and Security Minister Kutsukake, and Land Infrastructure and Transportation Minister Kitagawa. The purpose of the Secretary's visit was to raise the level of concern over

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terrorism with senior Japanese leadership and to seek support for a stronger, more robust cargo inspection system that would include installation of radiation detection systems in Japan at Container Security Initiative and Megaports locations. Secretary Chertoff stressed the need to be very closely aligned with Japan to ensure that the steps taken are appropriately balanced to promote a secure travel and trade environment, but not at the expense of the ability to travel and conduct international commerce. The Secretary raised the visibility of the Department of

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Homeland Security (DHS) and DHS' hefty portfolio of border control, transportation and maritime security, law enforcement, and disaster management. Secretary Chertoff urged building on current successes with Japan such as the Container Security Initiative, air marshal missions, the port security program, and the Customs-Trade Partnership Against Terrorism to make progress on Megaports and the Immigration Advisory Program. Secretary Chertoff also met with members of the American Chamber of Commerce in Japan and with the Safety and Security Commission, an advisory panel to the Japanese government on homeland security and critical infrastructure protection issues.

Meeting with Finance Minister Tanigaki  
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12. (SBU) Secretary Chertoff began his meeting with Finance Minister Tanigaki by stressing the historically strong and cooperative working relationship the Department of Homeland Security has with MOF's Customs and Tariff Bureau. The Secretary specifically noted MOF's meaningful cooperation

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and leadership on the Container Security Initiative (CSI) since initiation of CSI two years ago and pointed out that nearly 900,000 shipments have moved without incident between Japan and the U.S. under the CSI program. Minister Tanigaki referred to the presence of Japanese Customs officials in the U.S. under the reciprocal terms of the CSI program and expressed his belief that the deterrent effect of CSI is working properly and he wants to continue that cooperation.

13. (SBU) Secretary Chertoff stated his desire to pursue the Megaports Initiative with Japan as a complement to the CSI program and requested MOF's cooperation to implement Megaports in Japan. The Secretary stated Megaports was operational in Rotterdam, Greece, and other locations and explained how Megaports would help in the fight against the spread of radiological material that could be used to fashion weapons. In response, Minister Tanigaki agreed on the need to step up anti-terrorism measures in Japan. Referring to his past experience as Chairman of Japan's Atomic Energy Commission, the Minister stated he understood the importance of non-proliferation. Minister Tanigaki stated MOF is currently consulting with not only the USG but with several Japanese government agencies on whether to implement the Megaports Initiative and that he hoped for good progress.

14. (SBU) Minister Tanigaki expressed Japan Customs and Tariff Bureau's desire for more anti-terrorism experience and requested initiation of a personnel exchange program under which Japan Customs officers would be assigned to Customs and Border Protection's National Targeting Center for tours of duty to learn terrorist targeting techniques. Secretary Chertoff responded that he would be delighted to

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host the Japan Customs officers and indicated that having shared values would assist both Customs administrations in regional capacity building efforts.

15. (SBU) Secretary Chertoff described the huge challenge of merging 22 separate agencies into the Department of Homeland Security, and that every year the U.S. is

increasing its security as a result of those changes. The Secretary reiterated that it was not his desire to interfere

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with trade and that with more intelligent and technological approaches, trade could be secured without strangling it. The Secretary concluded the meeting by expressing that he regarded Japan as a wonderful ally, and that a collaborative approach to anti-terrorism will help both countries build a secure and free trading system. Minister Tanigaki agreed and expressed his desire to continue MOF's solid relationship with DHS.

Meeting with Foreign Minister Aso

16. (SBU) Secretary Chertoff began the meeting by expressing his appreciation for the efforts of Japanese Ambassador Kato in Washington to establish a security dialogue with DHS. Minister Aso praised the efforts of Ambassador Schieffer in fostering the wonderful relationship between Japan and U.S. Secretary Chertoff thanked Minister Aso for Japanese government assistance provided in the aftermath of Hurricane Katrina, and described Katrina as the most devastating storm to hit the U.S. in the last 100 years. The Secretary went on to thank Minister Aso for his support of DHS anti-terrorism programs including: a) granting diplomatic status to DHS personnel assigned to Japan as part of the Container Security Initiative, b) for concluding an exchange of diplomatic notes formally authorizing armed air marshal missions between Japan and the U.S. by both Federal Air Marshals and Japan Sky Marshals, c) for support of joint U.S. and Japan air marshal training at the Federal Air Marshal Training Center, and d) for

continuing to support DHS' efforts to bring the Immigration Advisory Program (IAP) to Narita Airport.

¶7. (U) Background Note on IAP: The IAP is a part of an overall layered strategy designed to prevent terrorists from boarding commercial air flights to the U.S. Other layers include visa reviews conducted by Consular Sections, electronic submission of advanced passenger manifest information (API), access to airline passenger name records (PNR), and border inspection on arrival at a port of entry. Under the proposed IAP for Narita Airport, a team of Customs and Border Protection officers would assist airlines to make boarding decisions by identifying possible terrorists, determining authenticity of travel documents, and assessing a passenger's admissibility to the U.S. before that passenger boards a plane destined for the U.S. While the CSI program identifies risk to maritime shipping before a container is loaded aboard a U.S.-bound ship, the IAP identifies risk to air transportation before a passenger boards a U.S.-bound aircraft. IAP would improve immigration enforcement, enhance security of air travel, and reduce the monetary penalties assessed against air carriers for landing inadmissible passengers.

¶8. (SBU) DHS has an agreement in principle with MOFA to initiate the IAP as a 180-day pilot program, and there are ongoing negotiations over the language of diplomatic notes that would authorize the pilot. The IAP has broad support from the air carriers because it saves the cost of penalties for landing inadmissible aliens and the lost revenue in having to return those aliens to the ports of departure.

¶9. (SBU) In a clearly cheerful mood, Minister Aso showed a sample of Japan's new biometric passport to Secretary Chertoff with a playful reference to the Secretary being "the most dangerous man". This appeared to be a reference to France and Italy's loss of visa waiver status for failing to meet the October 26, 2005, requirement for integrating a digital facial image into the data page of their passports. Although he had an interpreter present, Minister Aso conducted the meeting in English.

¶10. (SBU) Minister Aso continued the discussion on visas by stressing the Japanese business community would like the U.S. to resume renewal of various visa categories in the U.S. (domestic visa revalidation). Minister Aso explained the U.S. no longer renews H (worker) and L (manager) visas in the U.S. which has generated complaints from the Japanese business community about the inconvenience of having to

travel outside the U.S. to obtain new visas. Secretary Chertoff stated he would look for a way to revalidate the visas and work with Secretary of State Rice to make progress on this issue.

¶11. (SBU) Secretary Chertoff briefed the Minister on a program he intends to roll out shortly called "Secure Freight". The purpose of this program, the Secretary explained, is to learn more information earlier about the contents of shipping containers, and that by knowing more about a container, it will not only be more secure but move faster. The Secretary stated that part of this system would involve the use of radiation portal monitors to screen containers for radiological material and expressed his desire to work together with Japan to initiate the Megaports Initiative. Minister Aso expressed industry's concern (specifically mentioning Toyota) over delays that such a system might cause in deliveries. Secretary Chertoff responded that new technologies would minimize any possible delays and that collecting information at the point of export will increase security and speed up the delivery process. After referring to the increase in exports to the U.S. from throughout Asia, the Secretary pointed out that cargo arriving in the U.S. from foreign ports with the best security would move faster and would offer a competitive advantage over cargo originating from less secure ports. The Secretary noted the advantage we have over the terrorists is technology and that we have to make better use

of sophisticated detection technologies.

¶12. (SBU) After briefly mentioning the North Korean abduction issue, Minister Aso turned his attention to the growing problem of illegal migrants in Japan, particularly the influx of Chinese. The Minister stated 3 new jails were recently constructed to hold illegal migrants and that 20,000 new police officers had been hired over the last 5 years to address this issue. Secretary Chertoff stated all civilized countries face the same set of issues and that raising security in one country will raise security for all. The Secretary stated he is tackling this issue in the U.S. through a combination of information and technology and praised Japan's decision to move forward with legislation authorizing the collection of biometric information from arriving passengers (Japan's version of the US-VISIT program) and mandatory submission of advanced passenger manifest information (API). The Secretary explained that as an additional layer of defense, he is considering a requirement that all airlines servicing the U.S. provide advanced passenger manifest information (API) 60 minutes prior to departure of the aircraft. (The current U.S. requirement is to provide the manifest information after departure). The Secretary concluded by stating that if the U.S. and Japan operate collaboratively, our two countries can raise the global security standard.

Meeting with Minister of Justice Sugiura  
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¶13. (SBU) The Justice Minister began the meeting with a robust explanation of Japan's anti-terrorism efforts. The Minister explained how Japan has been targeted by Al Qaeda and needs to be united with the U.S. in its efforts to combat terrorism. Minister Sugiura passed out copies of Japan's December 2004 action plan for anti-terrorism and reviewed MOJ's accomplishments to implement the action plan. The Minister pointed out that Japanese passports now contain integrated circuit chips and that MOJ has submitted legislation to the Diet that would authorize collection of biometric information from arriving passengers and deportation of terrorist suspects. Minister Sugiura stated he was confident the legislation would pass during the current Diet session. The Minister mentioned his visit to Korea in January 2006 and that Korea had also stressed to him the importance of international cooperation.

¶14. (SBU) Secretary Chertoff recognized Japan as a strong friend of democracy and peace. The Secretary explained his involvement in drafting the U.S. Patriot Act and the need for a legal mechanism to remove terrorist suspects. The Secretary urged the Minister to initiate a pilot program to

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exchange databases of terrorist information to ensure

terrorists can't exploit gaps in our information systems and to continue discussions on implementing the Immigration Advisory Program at Narita Airport. Minister Sugiura stated he agreed with the information exchanges and would consult with the Ministry of Foreign Affairs on how to accomplish such exchanges. The Minister explained that Japan Immigration Bureau now has the legal authority to exchange information with foreign immigration authorities, but cautioned that harmonization of domestic privacy laws in Japan may be a sticking point to broader information sharing.

¶15. (SBU) The Secretary and Minister agreed to have their respective staffs work together on ensuring the interoperability of biometric collection systems (US-VISIT and JAPAN-VISIT) and furthering database and biometric information exchanges. The Secretary then raised the issue of increasing the legal authority in transit lounges at Japan's international airports. The Minister acknowledged that there had been an increase in incidents involving passport swaps occurring in the transit areas. To address this problem, the Minister stated Japan Immigration Bureau

had increased its patrols of the transit areas and that in 2004 had deported 272 people for transit lounge violations. The Minister went on to state that although there had been across the board cuts in government staffing, legislation had been submitted to add 150 new positions to Japan Immigration Bureau staffing and to assign 22 officers to transit area enforcement. Minister Sugiura stated this legislation would pass the Diet on March 27, 2006.

¶16. (SBU) After mentioning some of DHS' concerns with illegal migrants from China, Minister Sugiura stated illegal migrants from China were a "headache" for Japan. He referred to statistics which showed illegal migrants commit crimes and spoke of the need to confer with Chinese officials about deporting Chinese prisoners in Japan. The Secretary concluded by expressing that Japan is a wonderful

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friend to the U.S. and a valuable partner. Minister Sugiura advised that things move slowly in Japan but he is confident Japan is moving in the right direction now that goals have been established. The Minister ended by saying Prime Minister Koizumi would step down when the current Diet session ends.

Meeting with Public Safety Minister Tetsuo Kutsukake  
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¶17. (SBU) As Minister for Public Safety and Chairman of the National Public Safety Commission, Minister Kutsukake's portfolio includes disaster response and administrative supervision over the National Police Agency. Secretary Chertoff's meeting with Minister Kutsukake represented the first cabinet level meeting with the Minister for Public Safety. Prior to this meeting, National Police Agency (NPA) officials lobbied DHS Senior Representative vigorously to include NPA Commissioner-General Uruma as part of this meeting. DHS Senior Representative agreed, but declined a last minute suggestion from NPA to conduct the meeting without Minister Kutsukake.

¶18. (SBU) After expressing his sympathies for Katrina victims, Minister Kutsukake provided a brief explanation of Japan's nuclear-biological-chemical (NBC) preparations (NPA has established expert NBC teams within 8 prefectural police departments and is cooperating more closely with the Self Defense Force). Secretary Chertoff stated he too is concerned about the possibility of NBC attacks and has ordered the installation of radiation portal monitors at U.S. ports to ensure no nuclear material will be smuggled into the U.S. The Secretary pressed the Minister for increased cooperation on terrorist and criminal threats and urged cooperation with DHS law enforcement agencies (Immigration and Customs Enforcement and Secret Service).

¶19. (SBU) Secretary Chertoff pointed to the successful air marshal agreement with Japan (police officers serve as Japan Sky Marshals) as an accomplishment to build upon. The Secretary asked if there would be some ability to exchange

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information on terrorists and members of Japanese organized crime who may travel to the U.S. The Secretary stated that

knowing the identities of terrorist suspects and organized crime members who had applied for passports would assist the U.S. in refusing entry to such persons. The Secretary also brought up the possibility of establishing a hotline for immediate confirmation of criminal suspects as a means to further cooperation. The Secretary offered to share any information obtained from such individuals as part of the inspectional process in the U.S. with the NPA. In response, Minister Kutsukake said it would be difficult to decide here but he would like to strengthen bilateral cooperation. The Secretary offered to continue those discussions through the

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DHS Senior Representative.



¶20. (SBU) The Secretary briefed the Minister on a counterfeit U.S. currency investigation with possible links to Japan that is being conducted by the U.S. Secret Service.

Meeting with Land Infrastructure and Transportation (MLIT)  
Minister Kitagawa  
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¶21. (SBU) Secretary Chertoff and Minister Kitagawa initiated their discussion by committing to continue the existing strong cooperation between the Coast Guards of Japan and the U.S. and to further the benefits to port security that result from that cooperation. The Secretary then described how the Megaports Initiative would complement port security and asked for Minister Kitagawa's support to put Megaports in place. The Minister responded that MLIT would cooperate. The Secretary added that it was his desire to strike a balance between detection of dangerous material and maintaining the smooth flow of commerce.

¶22. (SBU) Referring to the Ministerial Meeting on Transportation Security that he hosted in Tokyo during January 2006, Minister Kitagawa raised the issue of rail security and the suggestion made during the Ministerial by Transportation Secretary Mineta to create an international framework for cooperation on rail security. Secretary Chertoff expressed his regrets for not being able to attend the Ministerial and stated how rail security presented a much larger challenge than air security because of the inability to screen rail passengers like air passengers. The Secretary and Minister agreed that a closer relationship and an exchange of information, technology, and techniques would drive the international standard for all modes of transportation security in the right direction.

Meeting with Chief Cabinet Secretary Abe  
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¶23. (SBU) The Secretary began with an explanation of the creation of DHS and the portfolio he manages. After hearing CCS Abe state his desire to maintain a balance between security and the flow of trade, Secretary Chertoff remarked that he shared that philosophy and described the challenge as one of identifying those few shipping containers that may pose a threat without disrupting trade. Secretary Chertoff praised Japan as a wonderful ally and said that better screening and information will add to our security. While noting the cooperative working relationship DHS enjoys with the Customs and Tariff Bureau on the CSI program, the Secretary stated he would like to build on that relationship

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to initiate Megaports. CCS Abe responded that Megaports, in terms of counter terrorism, is a very important job to do and expressed the hope that the related Ministries in Japan and the U.S. will talk about introducing this initiative on an official level. The Secretary reiterated the importance he attaches to Megaports.

¶24. (SBU) CCS Abe asked the Secretary for his cooperation to develop a procedure for domestic revalidation of business visas to avoid the cost and time of leaving the U.S. to obtain new working visas. Secretary Chertoff stated he wants to make the U.S. welcoming for business and would discuss a renewal procedure for business visas with Secretary of State Rice.

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¶25. (SBU) Secretary Chertoff stated the key to security is striking the enemy where he is and not at home, and that the border should be the last line of defense (not the first).

CCS Abe said Japan is a small country, but has a long coastline and defending it requires Japan to be alert. He stated there was a need to contain the Islamic threats in the region from Indonesia and the Philippines and drugs and

weapons activity from North Korea. CCS Abe acknowledged Ambassador Schieffer's recent visit to a site where North Korean agents abducted a Japanese citizen and spoke of the need to enforce laws against North Korea and the importance of sharing information on Muslim extremists.

¶26. (SBU) Secretary Chertoff said he was very interested in sharing information not only on terrorists but also on organized crime, and that both countries benefited from information exchange because it multiplied the value of existing information. The Secretary stated he would be going to China as part of his trip to urge the leadership to accept the return of illegal Chinese migrants in the U.S. CCS Abe remarked that Japan faces a similar concern and is considering a treaty with China to return the approximately 1400 Chinese prisoners currently in Japanese jails. The Secretary observed that Europe also has a problem with

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Chinese migrants and that he intended to push firmly but politely to force China to accept repatriation. The meeting ended with the Secretary thanking Japan for its Katrina assistance and both leaders acknowledging the need for international cooperation in the event of an outbreak of avian flu.

Meeting with American Chamber of Commerce in Japan (ACCJ)

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¶27. (U) Secretary Chertoff repeated to ACCJ members what he had stated during his official meetings -- that his goal is to balance security concerns with ensuring the smooth flow of goods and services. He solicited ideas from members of the Transportation and Logistics Committee on ways industry could work with DHS to enhance cargo security. The Secretary referred specifically to the ongoing debate for

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100 percent inspection of all cargo and asked for the industry's input on an alternative to 100 percent inspection. The Secretary acknowledged 100 percent inspection is a simple concept that could gain unexpected momentum much as the Dubai Ports issue did. On the elimination of the Transit Without a Visa (TWOV) program, the Secretary said some easing of the restriction that transit passengers must have visas is a possibility, but only once security measures such as API, total containment of U.S. transit lounges, and biometric passports were in place. Committee members representing the air carriers were emphatic that Japan's large population of legal migrants and workers from Latin America should be considered an ideal population for TWOV. They also noted that Varig Airlines, which had operated at Narita for 30 years, was forced to exit the market because passengers are routing through Europe rather than the U.S. The Secretary also noted that Japan, unlike some countries, has done very well with its preparations for a biometric passport, and suggested the API Quick Query (real time transmission of passenger manifest data) currently a pilot program in the EU, could be extended to Japan in the future.

Meeting with Safety and Security Commission

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¶28. (U) The Safety and Security Commission is an advisory panel to the Japanese government on homeland security and critical infrastructure protection issues. The members of the commission include former vice ministers and business executives. General Larry Welch, former U.S. Air Force Chief of Staff and Chairman of the Homeland Security Science and Technology Committee met with the commission during February 2006. Ambassador Yanai, former Japanese Ambassador to Washington and former Deputy Chief Cabinet Secretary Ishihara were among the commission members who met

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with Secretary Chertoff.

¶29. (U) In remarks to the commission, Secretary Chertoff explained his trip was designed to encourage major Asian trading partners to agree on elevating the standard of cargo and passenger screening worldwide and expanding the use of radiation detection technology. The Secretary pointed to

agreements with China and Singapore on Megaports and looked forward to making progress with Japan on this issue. The Secretary stated that technology and information and

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intelligence sharing are the advantages the civilized world has over the terrorists.

¶30. (U) In responding to a question on Japan's attitude toward terrorism, the Secretary answered that Japan should be realistic without being alarmist about the threat of terrorism because the goal of the terrorists is to destroy the international economic system and Japan is a large part of that system. The Secretary continued by saying the international economic system is fueled by the movement of goods and people, and although terrorists may strike, governments shouldn't destroy what they are trying to protect.

Progress on Megaports

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¶31. (U) DHS is undertaking a series of initiatives intended to secure global maritime trade lanes. Some of these initiatives are CSI, the Customs-Trade Partnership Against Terrorism (C-TPAT), Operation Safe Commerce and the Maritime Asset Tag Tracking System (two technologies to secure and monitor shipping containers as they move in the supply chain), International Port Security Program, and the Megaports radiation detection initiative, which is a cooperative effort between DHS and the Department of Energy. Each of these initiatives is intended to address different aspects of the challenge of preventing terrorists from using the global trading system to move arms, weapons of mass destruction, and to carry out catastrophic attacks. Under the Megaports Initiative, the USG would assist GOJ to add radiation detection capabilities at seaports in Japan that would permit Japanese officials to passively and non-intrusively screen cargo for nuclear and other radiological materials.

¶32. (SBU) Since October 2005, DHS and Department of Energy officials have met twice with a working group (organized by MOFA) of eleven Japanese stakeholder agencies to explain the details of the Megaports Initiative. The working group discussions suggest that Japan Customs would be the clear lead agency because of Customs' presence at the ports and the inspectional nature of the project. Japan Customs, however, has been reluctant to take the lead role because of legal considerations and concern that moving shipping containers through radiation portal monitors may disrupt the flow of container traffic and cause delays.

SCHIEFFER